

# BUREAUCRACY REFORM FOR IMPROVING GOOD GOVERNANCE THROUGH ONE STOP SERVICE

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## Abstract

The purpose of this study was to determine the form of public services provided by the government in an effort to facilitate investment and service to the community. The phenomenon of Bureaucratic Reform that occurred in Indonesia seems to provide a new color in the realm of public services, especially licensing issues with the existence of one-stop services. The research was conducted to find out how this one-stop government service is, whether it is really in accordance with the form of public service that the community wants. Using the normative jurisdictional research method based on the study of legislation and public administration. The researcher wants to reveal from the point of view of government regulations. The results of the study explain how the one-stop service procedure and that one-stop service itself still needs evaluation and strategic programs to be more accepted in the community. The human resources of the apparatus are also not fully capable of supporting one-stop services. The form of this service must really be adapted to the circumstances and conditions of the Indonesian people. Do not let those who enjoy these services are some of the stakeholders who have an interest, not the wider community. The solution is that the one-stop service must return to the provisions of the legislation, the grand design of the 2010-2025 bureaucratic reform and the implementation of the use of technology such as blockchain and other digital technologies to prevent corruption and transparency in public services.

**Keywords:** Reform, Bureaucracy, Good governance, one-stop service.

## INTRODUCTION

The ups and downs of economic development that are difficult to predict after the economic crisis experienced by Indonesia since 1997 have become a strong enough motivation to reform the administration of government and society for the better. The first wave of reforms in the field of bureaucracy, which began gradually in 2004, were far behind compared to reforms in the political, economic and legal fields. (KPANRB, 2010) In addition, the fear that the failure of bureaucratic reform may have an impact on the inability of the bureaucracy to face globalization, reduced public trust and failure of good governance. (KPANRB, 2010)

Therefore, the government is trying to implement good governance in every institutional component and this requires proper bureaucratic reform in all Ministries/Agencies/Local Governments.

Several regions have made efforts to improve one-stop service by developing various new innovations to keep up with the development of the current millennial generation. The government's commitment in the form of signing a memorandum of understanding with local governments is generally carried out to improve public services as mandated by the Ministry of State Apparatus Empowerment and Bureaucratic Reform through Ministerial

Regulation No.23 of 2017 concerning the Implementation of Public Service Malls. For example, in the city of Bogor, which opened will open 145 LSAs in Malls (Yosep, 2019), LSAs for Migrant Workers in Ponorogo (Bakrie, 2019), and collaborate with banks as carried out by the Lebak Ministry of Religion (Anjas, 2019)

One of the phenomena that the government must face in reformulating bureaucratic reform is the lack of public services. The public and business investors need quality public services that meet current needs. In fact, public services have not been able to accommodate the interests of all levels of society and have not been able to fulfill the basic rights of citizens. Even though this is important considering that bureaucratic reform is closely related to national development planning.

The emergence of one-stop service is an old issue that has existed in the community since the existence of one-stop service or better known as one-stop service. Dorodjatun Kuntjoro-Jakti (2004), "This form of public service is actually a kind of coordination between departments and local government which has a much different nature from one stop service. Many regions have not been able to process all permits quickly and efficiently due to weak resources and infrastructure in districts/cities. This policy is expected to make the licensing application procedure faster and more efficient." But in fact, until now the form of one-stop service is still not optimal, the system is constrained, even the education in the community is not yet low. (Ratminto & Winarsih, 2005; Yazdi, 2012; Farid, 2015; Andhiny, 2017; Nasution & Regif, 2019). In addition, problems also arise because there are brokers or *tekongs* who recruit human resources non-procedurally and the job market in several districts/cities is not functioning. (Febrinastri, 2018)

Citizens' rights to good quality e-government services make offering one-stop services an important feature of e-government. Offering a one-stop service has various operational implications. A one-stop service provider architecture is needed even though the

technology that allows for all layers of such an architecture is developing very quickly and sometimes lagging far behind in processing its customization. There are two main problems to be solved, namely abstracting the heterogeneity of e-government services that need to be integrated and identifying the appropriate style for cross-organizational workflow control in extreme areas to be fully centralized and peer-to-peer. (Gouscos, et.al, 2002)

## THEORY

### Bureaucratic Reform Grand Design

Bureaucratic reform is a major change in paradigm and governance in facing multidimensional challenges. The objectives to be achieved are; "1) reduce and eliminate any abuse of public authority by officials in the relevant agency; 2) make a country that has the most-improved bureaucracy; 3) to improve the quality of services for the community; 4) improve the quality of formulation and implementation of policies/programs of government agencies/institutions; 4) increase efficiency in both cost and time in carrying out all aspects of the organization's tasks; and 5) make the Indonesian bureaucracy anticipatory, proactive, and more effective in dealing with international competition and strategic environmental dynamics." (KPANRB, 2010)

Policies in implementing reform include; The first is to provide policy directions for implementing bureaucratic reform so that it can run effectively, efficiently, measurably, consistently, integratedly, institutionally, and sustainably. Second, the vision of national development as stated in Law No. 17 of 2007 concerning the National Long-Term Development Plan 2005-2025, namely national development that is independent, advanced, just and prosperous. The third is in Law No. 17 of 2007 concerning the RPJPN 2005-2025 where the development of state apparatus and policy directions is to increase professionalism and realize good governance. Fourth, the vision for the realization of a world-class government that has high integration and is able to provide excellent service to the wider community. And

finally, the mission, goals, and targets of reform through good bureaucratic governance. (KPANRB, 2010)

The Grand Design for Bureaucratic Reform is a master plan containing the direction of national reform policies for the period 2016-2025 which is stipulated by a Presidential Regulation. Meanwhile, the Bureaucratic Reform Road Map set by the Minister of State for Bureaucratic Empowerment 2010-2014 is a form of operationalization of the Grand Design for Bureaucratic Reform which is prepared every five years (KPANRB, 2010)

In the context of implementing this reform, a Grand Design for Bureaucratic Reform 2010-2025 is needed. In addition, the Decree of the MPR RI Number II/MPR/2002 which mandates the acceleration of national economic growth, including in terms of bureaucratic reform and building a clean state and business world; Decree of the MPR RI Number VI/MPR/2002 concerning the eradication of Corruption, collusion and nepotism, law enforcement and certainty, and bureaucratic reform with an emphasis on a bureaucratic culture that is transparent, accountable, clean and responsible, and can serve the community and as a servant of the Republic of Indonesia.

As for the policy direction of the Grand Design which is the target of Bureaucratic Reform as stated in the targets 1) the realization of a clean government and free of collusion and nepotism; the realization of improving the quality of public services; and increase the capacity and accountability of bureaucratic performance. The area of change is also very outside, including the scope of the organization, management, laws and regulations, human resources for the apparatus, supervision, accountability, public services, mindset and work culture and government apparatus. (KPANRB, 2010)

#### Principles of Bureaucratic Reform

The principles of bureaucratic reform can be seen in the table below

Table 1. *Principles of Bureaucratic Reform*

No	Principle	Provision
1	<i>Outcomes oriented</i>	All programs and activities must be able to achieve results (outcomes) that lead to institutional quality, management of laws and regulations, human resource management of the apparatus, supervision, accountability, quality of public services, changes in mindset (mindset) and work culture (culture set) of the apparatus.
2	<i>Measured</i>	Implementation is carried out accurately and clearly the target and time of achievement
3	<i>Efficient</i>	Outcomes oriented must pay attention to the utilization of existing resources efficiently and professionally.
4	<i>Effective</i>	Bureaucratic reform is carried out effectively in accordance with the targets for achieving predetermined targets
5	<i>Realistic</i>	Must be implemented realistically and achieved optimally
6	<i>Consistent</i>	Implemented consistently from time to time, and covers all levels of government
7	<i>Synergy</i>	Its implementation must have a positive impact on other activities and avoid overlapping between activities in each agency
8	<i>Innovative</i>	Provide the widest possible space for agencies/HR to carry out useful innovations in governance, both in the exchange of knowledge and best practices so that performance results are better.

Sources: KPANRB, 2010

#### Public service

Public service is a form of government activity carried out by the central government, in the regions, and within the BUMN/BUMD environment in the form of goods and services both in national development and in planning the implementation of the provisions of the law. (LAN, 1998) Public services are carried out in a series of activities that simple, open, precise, complete, reasonable, and affordable. And in essence it is an effort made between them; "1) improve the quality and productivity of the implementation of government duties and functions in the field of public services; 2)

encourage efforts to make the system and service management more efficient and effective; 3) and encourage creativity and innovation as well as community initiatives and roles in sustainable development.” (Sedarmayanti, 2004)

### E-government

E-government offers new opportunities for access for citizens to be more comfortable in public service matters (Caves, 2004). The e-government delivery model consists of citizens communicating with all levels of government, facilitating citizen involvement in governance using information and technology and reengineering business processes.<sup>2</sup> This electronic government basically refers to the use of information and communication technology and web bases for improve the efficiency and effectiveness of service delivery in the public sector. E-government can be used to promote and increase the contribution of broad stakeholders in order to develop multidimensional growth and deepen the governance process.<sup>8</sup>

The essence of e-government development should focus on 1) the use of information and communication technology, and in particular the internet as a tool to achieve good governance (OECD, 2003); 2) using information and communication technology in all aspects of government operations (Grima-Izquierdo, 2010; Koh & Prybutok, 2003); and 3) optimizing sustainable service delivery, participation of all stakeholders and governance by transforming internal and external relationships through new technologies and media.” (Gartner Group, 2000)

The interactions carried out consisted of four types of activities, namely 1) encouraging information through the internet; 2) two-way communication between agents and citizens, businesses or other government officials; 3) perform transactions; and 4) governance that enables citizens to transition from passive to active access to information. (Brown, 2003; Palvia & Sharma, 2007)

## METHOD

This study uses a qualitative method with normative jurisdictional analysis based on the Indonesian government regulation no. 81 of 2010-2025 in the context of accelerating the achievement of good governance. The results of the literature review are used to reveal how the procedures for bureaucratic reform in good governance through one-stop service are.

Data was collected using documentation methods from government regulations, books, scientific journals, annual reports, and various documentation from internet sources that were officially shared by government offices. To increase the accuracy of the data, triangulation was carried out including checks, checks, and crosschecks. With the three stages of data triangulation, it is hoped that the data collected is truly valid and can be scientifically justified (Basrowi & Utami, 2020).

Data were analyzed using four stages of data analysis (Basrowi & Utami, 2019) which included data collection, data classification according to the problem formulation, data reduction in the sense that only data relevant to the research theme was used, and drawing conclusions..

## RESULT AND DISCUSSION

One-stop service is a strategic step and a form of government effort in providing public services. One-stop service strategy or so-called integrated services in which there are several government agencies in accordance with their respective authorities, such as the service for paying motorized vehicle taxes. The aim is to increase efficiency and effectiveness in providing services to the community by minimizing the distance between related functions and shortening the time required for the service process. Fernandes (2002) revealed that in public services, the dimensions of service providers provide affordable prices, simple procedures, and levels of assessment related to services. Meanwhile, the community must be literate and reactive to deviations from public services.

Licensing in establishing a business can be carried out through one-stop integrated services in order to bring and improve services to the community and shorten the service process in order to realize efficient and more effective services where licensing does not have to be processed again by different agencies with different locations. The complex service bureaucracy was then reduced to a one-stop service funded by the Special Allocation Fund and the General Allocation Fund. Each agency/regional autonomy must implement this form of service, otherwise the funds will be removed.

The legal basis for the practice of Integrated Services is 1) Integrated Services based on Presidential Regulation No.97 of 2014 under the control of the Investment Coordinating Board (BKPM); 2) Presidential Regulation No. 90 of 2007 concerning the Investment Coordinating Board; 3) Presidential Regulation No.29 of 2007 concerning the Implementation of Investment in the Context of Foreign Investment and Domestic Investment through the One-Stop Service System; 4) Decree of the Minister of Home Affairs No. 24 of 2006 concerning Guidelines for the Implementation of Integrated Services; 5) Government Regulation No.1 of 2007 concerning Income Tax Facilities for Investment in the Sector; 6) Decree of the Minister for Empowerment of State Apparatus No. Kep/26/M.PAN/2/4 concerning Technical Guidelines for Transparency and Accountability in the Implementation of Public Services; 7) Decree of the Minister for Empowerment of State Apparatus No. KEP/25/M.PAN/2004 concerning General Guidelines for Compiling the Community Satisfaction Index for Government Service Unit Service Units; and 8) Decree of the Minister for Empowerment of State Apparatus No. 63/Kep/M.Pan/7/2003 concerning General Guidelines for the Implementation of Public Services.

In general, the level of public service in the regions consists of four levels; 1) The Integrated Services Agency at the provincial level whose status is under the Governor has the task of carrying out monitoring, coaching, evaluating, and controlling the Integrated

Services implementation which is carried out at the Integrated Services Satlak Subdistrict and Kelurahan Satlak Offices as well as providing services and signing permits and non-permits. licensing; 2) Integrated Services offices located at the City and Regency levels with the function of controlling the Sub-district Satlak, as well as providing services and signing permits and non-licensing, as well as documents that are the authority of the apparatus; 3) Integrated Services Implementing Unit (Satlak) at the Sub-District Level in charge of carrying out services and signing of permits and non-licensing as well as other document management at the sub-district level according to the authority of the apparatus; and 4) Integrated Services Implementing Unit (Satlak) at the Kelurahan Level which functions to provide services and sign the licensing and non-licensing as well as other document management at the village/kelurahan level according to the authority of the apparatus.

The characteristics of the one-stop service include, "1) the availability of a special building for public services, in which there are many units/agencies/technical services that serve public administration; 2) has the task of coordinating technical agencies/units to carry out public services in one building/place; 3) The Technical Agency Unit opens a special counter/counter as a front office agency or locates its office in the nearest building; 4) The counters/counters do not have any relationship with each other, because the counter/counter staff are provided by each unit/agency; 5) It is enough for the public to come to the building to take care of all kinds of permits/non-permits, but in it the public must go to the counter/counter/office in accordance with the required public services; and 6) the permit/non-licensing letter is signed by the Regent or the Regional Secretary or the Head of the Unit/Agency related to the licensing/non-licensing to be handled." (Jasin, Zulaini, & Oktirani, 2006).

The types of licensing and non-licensing served at Integrated Services consist of 26 fields, namely Environment (LH), Education, Housing, Spatial Planning, Land which is a

Regional Authority, Health, Public Works, Industry, Forestry, Child Protection and Women's Empowerment, Social, Employment and transmigration, Agriculture and food security, Communications and information, Libraries, Sports and youth, Culture and tourism, Cooperatives and SMEs, Investment, Trade, Development, Energy and mineral resources, Fisheries and Marine, Livestock, and unity nation and domestic politics.

Constraints and problems faced by Integrated Services in the regions include 1) not all heads of state/heads of service are willing to delegate their authority to the head of Integrated Services. The reason is because several permits

related to specific services, such as health and the environment are considered recommendations from the relevant agencies; 2) Limited human resources (HR) who are generally in the original service/agencies, not Integrated Services; 3) Integrated Services's institutional status is diverse and difficult to coordinate due to different levels; and 4) The disharmony of Integrated Services regulations and sectoral egos that confuse local governments a lot considering there is a lot of overlap in the two regulations.

Below is the flow of one-stop integrated service in general in the agency or in several autonomous regions as follows

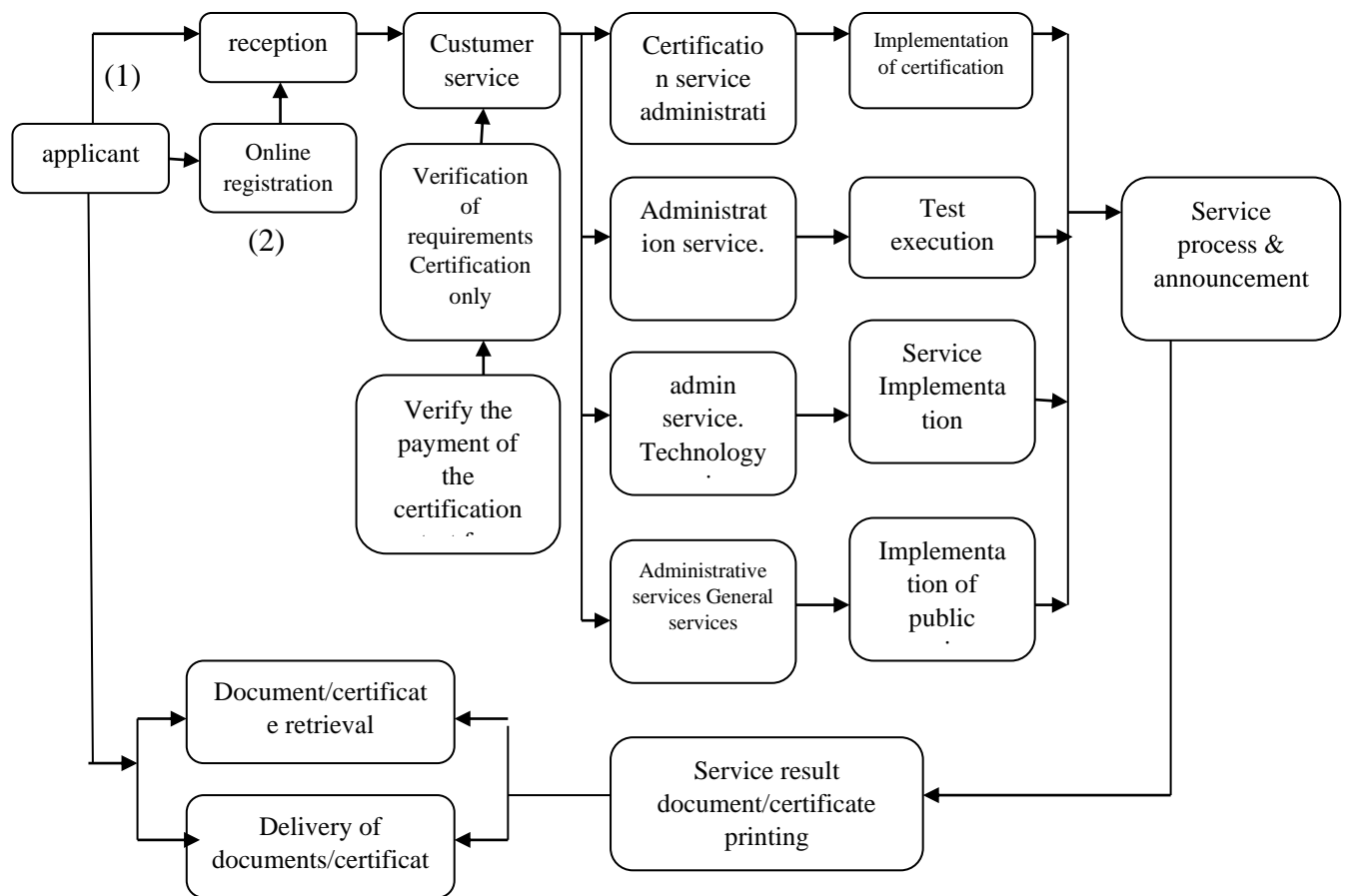


Figure 4. One-Stop Integrated Service Flow

Source: PPSD, 2018; Data processed, 2019

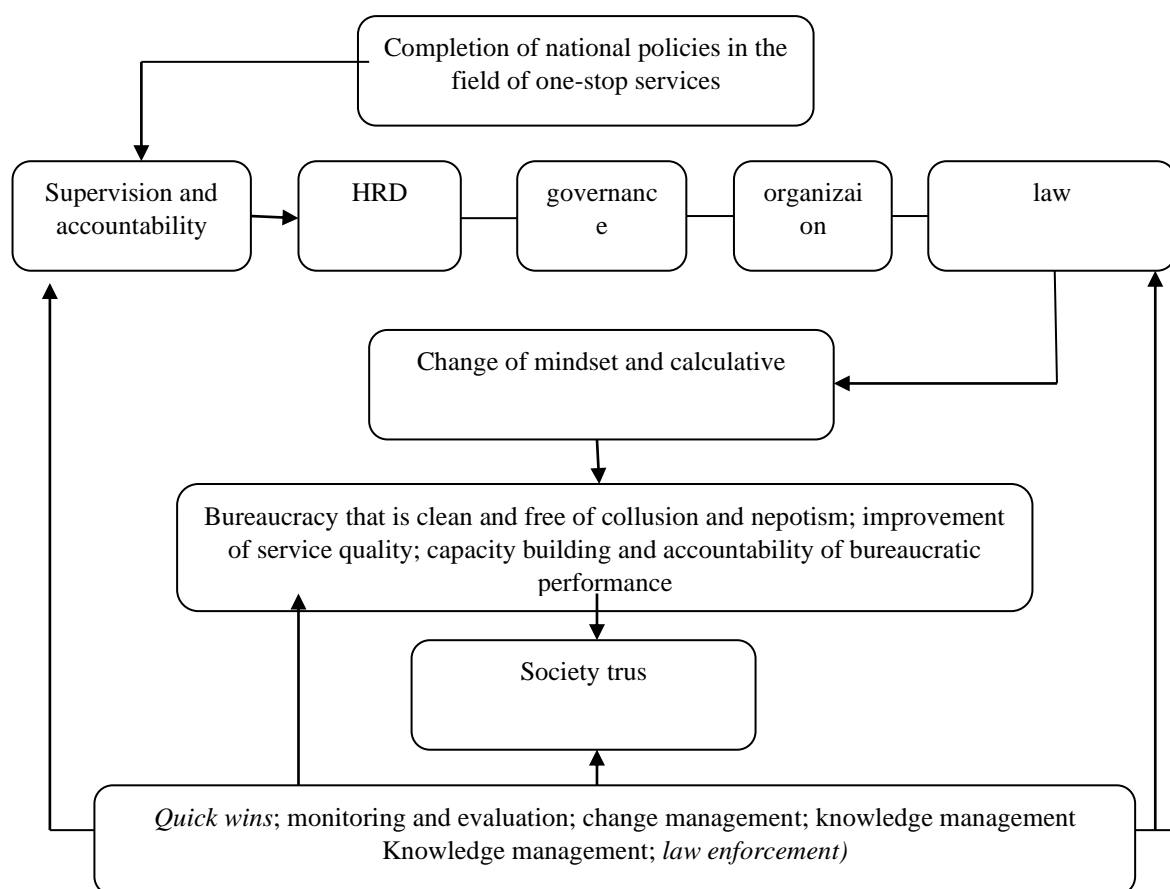
There are two forms of service in Figure 4, where (1) is a form of service that is usually found in practices such as PPSDM Migasn and (2) can be found in services in the form of certification services.

According to Grand Design 2010-2025, “The strategic steps taken to realize a good one-stop service must meet the following requirements; 1) The government organization must have the right function and the right size; 2) laws and regulations regarding one-stop service must not

overlap, be inconsistent, unclear, and have multiple interpretations; 3) The required apparatus resources must be adjusted to the quantity, quality, and distribution of human resources by territory (region). HR must also meet professional standards, good performance, and an adequate salary and allowance system so that the one-stop service provided can be maximally carried out by the HR Apparatus; 4) The authority possessed must not deviate and be misused, especially in the process of providing one-stop services, including in the accountability report on the performance of

government agencies in that field; 5) public services/one-stop services must be accommodated for the benefit of all levels of society; and 6) mindset (mind-set) and work culture (culture-set) must fully support good governance bureaucracy through one-stop services that are more efficient, effective, productive, and professional.” (KPANRB, 2010)

As in Grand Design, the mindset that must be realized for achieving good governance bureaucratic reform through one-stop service is as shown in the following picture.



Gambar 1. *One Stop Service Achievement Mindset*

Source: KPANRB, 2010

National policies in the field of one-stop services encourage the creation of good governance and maximally provide more effective services to the community. The synergy between the dimensions as shown above is the first is the implementation of the quick wins program, which is a quick and easy

initiative step for a program. And second, namely monitoring and evaluating periodically to prevent deviations from occurring and correcting services that are carried out together will realize excellent public service and cause the level of public trust to increase. In addition to these policies, support for the

implementation of change (change management) to prevent obstacles to program implementation; application of knowledge so that the learning process and exchange of experiences occurs; and law enforcement in order to create clear boundaries and relationships between rights and responsibilities, as well as the authority of each stakeholder.

To achieve one-stop service in accordance with Good Corporate Governance in bureaucratic reform, it is necessary to set goals for the next five years in three stages as a world-class government.

Strategic steps in carrying out bureaucratic reform through one-stop services include 1) the level of implementation in setting policies, strategies, and standards for the implementation of one-stop services; 2) results-oriented program implementers; and 3), and the implementation method must be in accordance with the area of change and its scope, either in a premium, persuasive, productive way or with sanctions.

So far, the one-stop service program still has various operational constraints. The quality of Integrated Services has not been able to satisfy the community. Therefore, the next steps are to use advanced technology such as blockchain technology and digital technology to reduce the complexity of public services, especially for investors, educate the public more quickly and reduce the practice of Corruption, collusion and nepotism and other forms of public transparency. Non-verbal communication conditions in the form of one-stop service excellence can also be influenced in government service communication and this needs to be improved (Hadipeoro, 2018). In addition to procedural steps, non-technical steps such as improving the quality of service and completeness of service facilities, providing guarantees for punctuality of services, increasing the attitude of responsibility for the apparatus, improving the guarantee system to protect the service user community from errors and service errors, and improving the attitude of officers to serve the community wholeheartedly. (Priyanto, 2016)

Current technological developments are able to provide time efficiency and reduce the form of errors in the administrative process. For example, the use of financial technology (Fintech) and e-commerce where the community quickly adapts to technology. But again, the problem of the internet network is one of the obstacles to the less optimal use of digital technology which not only not all regions can reach it but also the problem of operational costs that must be budgeted for using the application.

## Conclusion

Borocracy reform has brought various forms of convenience in public services to the community. However, in its development, it must face various forms of obstacles and challenges that are quite complicated. Not only internally but also because of government external problems. The ability of public services continues to be tested so that they can be improved optimally. To realize the vision and mission of the LSA itself, all forms of LSA operations must be in line with the laws and regulations, including the Grand Design for Bureaucratic Reform 2010-2025. Increased optimization can be done with the implementation of qualified technology. In addition to minimizing Corruption, collusion and nepotism practices, technology can open up transparency and efficiency.

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